

## Message Text

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INFO OCT-01 AF-10 ISO-00 SP-03 AID-20 EB-11 NSC-07 RSC-01

CIEP-02 TRSE-00 SS-20 STR-08 OMB-01 CEA-02 L-03 PA-04

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NSAE-00 XMB-07 OPIC-12 LAB-06 SIL-01 AGR-20 DRC-01

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R 040600Z APR 74

FM AMEMBASSY DAR ES SALAAM

TO SECSTATE WASHDC 5098

INFO AMEMBASSY ROME

USMISSION GENEVA

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E.O.11652: N/A

TAGS: EAID, ECRP, TZ

SUBJECT: CERP 0008--EVALUATION OF UNDP PROGRAM: TANZANIA

REF: STATE 042239

1. FOLLOWING, CODED TO MATCH QUESTIONS POSED IN PARA 5 OF REFTTEL, REPRESENTS EMBASSY'S EVALUATION OF UNDP PROGRAM. AS A GENERAL, INTRODUCTORY COMMENT, WE CONSIDER UNDP PROGRAM IN TANZANIA TO BE A GOOD ONE. FURTHERMORE, THE PROGRAM HAS GOOD BALANCE WITH EMPHASIS ON MANAGEMENT TRAINING AND DEVELOPING MANPOWER SKILLS.

2. QUESTION A - EMBASSY'S EVALUATION OF UNDP RESREP HAS BEEN MADE IN SIX PREVIOUS ANNUAL SUBMISSIONS AND, THEREFORE, DOES NOT NEED EXTENSIVE REITERATION HERE. IN GENERAL RESREP HAS, AT BEST, CONSIDERED HIMSELF AN ENVOY OF UN OR CHAIRMAN OF BOARD WITH LITTLE EVIDENCE EXHIBITED THAT HE WISHES TO LEAD. THAT THIS UNDP MISSION FUNCTIONS SO WELL IS MORE A CREDIT TO PROFESSIONALISM OF HIS STAFF

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AND THE GENERALLY HIGH QUALITY OF UNDP TECHNICIANS. ONE CAN POINT TO ERRORS AND OMISSIONS OF MISSION, BUT SAME PROBLEMS, WE NOTE,

PLAGUE OTHER DONOR TECHNICAL AID PROGRAMS--DIFFICULTIES IN HOUSING STAFF, LACK OR POOR QUALITY OF COUNTERPARTS, INSUFFICIENT OR SLOW HOST COUNTRY SUPPORT. LOOSENESS OF RESREP HAND AT HELM CERTAINLY DOES NOT CREATE ANY PROBLEMS WITH HOST GOVERNMENT WHICH IS QUITE STRONG-WILLED ON HOW DEVELOPMENT AID PROGRAMS ARE TO BE CONDUCTED. SITUATION AT RESREP LEVEL APPEARS TO EXTEND TO TOP OFFICIALS IN SPECIALIZED AGENCIES REPRESENTED HERE. THEY, WITH CERTAIN EXCEPTIONS, ARE NOT VERY STRONG LEADERS AND APPEAR TO SYMPATHIZE WITH HOST GOVERNMENT AS THEY TOO ARE FROM DEVELOPING COUNTRIES. SITUATION, HOWEVER, DOES CREATE ABUNDANCE OF DISSATISFACTION AMONG TECHNICIANS WHO FEEL THAT LEADERSHIP IS NOT ACTIVE IN THEIR INTERESTS NOR PREPARED TO BACK THEM UP WHEN IRONING OUT DIFFICULTIES WITH TANGOV.

(A) IBRD HAS JUST OPENED OFFICE HERE AND IBRD REP IS OLDER AND EXPERIENCED BANK OFFICER WHO APPEARS TO BE SETTLING IN QUICKLY AND WELL. IN EXAMPLES WE HAVE SEEN THERE HAS BEEN EXCELLENT COORDINATION BETWEEN IBRD AND UNDP PROGRAM.

(B) RE UNICER--UN AGENCY TAKES ACTIVE ROLE IN ALLIGNING ITS PROGRAM WITH THAT OF UNDP.

3. QUESTION B - TECHNICAL ASSISTNACE PROJECTS IN TANZANIA HAVE BEEN COORDINATED INFORMALLY AMONG DONOR AID MISSIONS (OR EMBASSIES) ON INFORMAL BASIS. GOVERNMENT OUTWARDLY TAKES NO NOTICE OF THIS SITUATION--NEITHER DISCOURAGING OR ENCOURAGING THIS TREND SO FAR AS WE AWARE. UNDP RESREP, HOWEVER, HAS IN PART REMAINED ALOOF FROM PROCESS--VIEWING HIMSELF MORE, AS NOTED ABOVE, AS ENVOY AND, BELIEVES COORDINATION SHOULD BE DONE EXCLUSIVELY AT HIS LEVEL WITH ONLY AMBASSADORS FROM DONOR COUNTRIES. LAST FEW WEEKS, HOWEVER, RESREP

HAS BEGUN TO MAKE HIMSELF MORE AVAILABLE. HOWEVER, THIS MAY BE OF LITTLE VALUE AS WE UNDERSTAND UNDP/NY IS PLANNING ON REPLACING INCUMBENT IN NEXT FEW WEEKS. FORTUNATELY WORKING LEVEL RELATIONSHIPS ARE RELAXED AND FRIENDLY--PERHAPS BECAUSE HIGH PERCENTAGE OF UNDP PERSONNEL COME FROM NORTH AMERICA OR WESTERN EUROPE--BUT FORMAL ACTIVITIES REMAIN RESTRICTED (SEE QUESTION D, PARA 5 BELOW).

4. QUESTION C - ANNUAL REVIEW BEGAN LAST SUMMER WITH CIRCULATION OF "WORKING PAPER FOR 1973 REVIEW OF COUNTRY PROGRAM". IT IS 125 LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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PAGES IN LENGTH, PLUS AMPLE STATISTICAL TABLES, AND IT WAS PROVIDED TO TANGOV AS STARTING POINTS FOR ANNUAL REVIEW. UNFORTUNATELY MINISTRY OF FINANCE (WHICH PERFORMS TANGOV LIAISON FUNCTION WITH AID DONORS) DID NOT CIRCULATE PAPERS TO THOSE GOVERNMENT MINISTRIES WHICH HAVE UNDP PROJECTS. APPARENTLY THIS WAS DONE ON GROUNDS THAT MINISTRY WOULD USE IT AS SUPPORTING EVIDENCE TO ARGUE FOR EXTENSION OF PROJECT. LATER, WHEN FORMAL REVIEW BEGAN, MINISTRIES CONCERNED CAME TO MEETINGS INADEQUATELY PREPARED AND MANY REVIEW MEETINGS PROVED TO BE UNPRODUCTIVE AND, AS RESULT, TOO FEW PROGRAM DEFICIENCIES REMEDIED. WE SUSPECT, BUT HAVE NO WAY TO CONFIRM,

THAT STRONGER RESREP WOULD HAVE GRASPED NETTLE OF PROBLEM WHEN IT DEVELOPED AND PRESSED HARDER FOR MORE COMPLETE REVIEW BETWEEN UNDP AND HOST GOVERNMENT. FOREGOING SITUATION COMPLICATED BY FACT THAT MINISTRIES CONCERNED SENT LOW-RANKING OFFICIALS WHICH ALSO LIMITED EFFECTIVENESS OF REVIEW.

5. QUESTION D - LIAISON FUNCTION JUST BEGINNING TO TAKE HOLD BETWEEN UNDP RESREP OFFICE AND USAID MISSION. HOWEVER, MUCH NEEDS TO BE DONE TO STRENGTHEN THIS FUNCTION. WE NOTE, IN THIS REGARD, MAJOR PORTION OF NEW PROGRAMS PROPOSED ARE FOR ZANZIBAR WHERE USAID HAS NO ONGOING PROGRAM. ALSO, WITH USAID'S PROGRAM AND EXPERTISE CONCENTRATED MAINLY IN AGRICULTURE, THERE IS VERY LITTLE NEED FOR AID/T TO LIAISON WITH UNDP IN MOST MATTERS PERTAINING TO MAINLAND PROGRAM. WHEN (AND IF) NEW RESREP COMES ON BOARD WE SHALL MAKE EVERY EFFORT TO INSTITUTE REGULARLY SCHEDULED EXCHANGES DESIGNED TO PERMIT AID MISSION MEMBERS TO APPRAISE PROPOSED PROJECTS AT EARLIEST POSSIBLE STATE. HOPEFULLY, WHEN NEXT RESREP IS BRIEFED IN NEWYORK, USUN MAY SUGGEST TO HIM IMPORTANCE WE ATTACH TO GOOD LIAISON, ESPECIALLY WHEN NEW PROJECTS ARE BEING PREPARED FOR INCLUSION IN UNDP PROGRAM.

6. QUESTION E - EFFECTIVENESS OF ONGOING PROJECTS. TANZANIA'S PROGRAM IS RELATIVELY LARGE ONE, INVOLVING OVER ONE HUNDRED TECHNICIANS ENGAGED IN 36 PROJECTS PLUS 15 REGIONAL PROJECTS OF SPECIALIZED AGENCIES. OUR COMMENTS ON PROJECTS FOLLOW:

(A) PARTICULARLY SUCCESSFUL PROJECTS:

(1) URT/66/514 ADULT LITERACY PILOT PROJECT HAS JUST BEEN COMPLETED. PROJECT IS AMONG TANGOV'S TOP THREE PRIORITIES AND OFFICIALS TOOK PERSONAL INTEREST IN PROJECT. THIS COMBINATION PLUS LIMITED OFFICIAL USE  
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GOOD TECHNICIANS RESULTED IN SUCCESS.

(2) URT/70/003 COOPERATIVE ACCOUNTING TRAINING. ALTHOUGH JUST NOW GETTING UNDERWAY, PROJECT JUDGED TO CONTAIN OUTSTANDING TECHNICIANS, TOO FEW BUT GOOD COUNTERPARTS, AND PROJECT IS TARGETED ON FUNDAMENTAL DEFICIENCY IN ECONOMY. WE QUESTION, GIVEN ENORMITY OF PROBLEM AND NUMBERS OF COOPERATIVES WHICH NEED ACCOUNTANTS, IF URT/70/003 IS NOT TRYING TO BAIL OUT OCEAN WITH TEA CUP.

(3) URT/69/009 HOUSING FINANCIAL ADVISOR SERVICES. HIGHLY MOTIVATED AND SKILLED US EXPERT IN PROJECT IS DEVELOPING URBAN SITES AND SERVICES PROJECT WHICH LOOKS TO SERVE AS MODEL FOR FUTURE LOW-COST HOUSING PROJECTS IN OTHER COUNTRIES AS WELL AS HERE. UNDERSTAND IT IS FIRST PROJECT OF ITS TYPE WHICH IBRD WILL FINANCE. HOWEVER, IBRD WORKLOAD PROBLEMS IN WASHINGTON WILL, APPARENTLY, REQUIRE TOUR OF EXPERT TO BE EXTENDED BEYOND SCHEDULED DEPARTURE DATE.

(4) URT/70/530 COLLEGE OF WILDLIFE MANAGEMENT. DESPITE THE LENGTH OF TIME IT HAS TAKEN TO IMPLEMENT THIS PROJECT, COLLEGE IS GOOD SCHOOL AND REGIONAL IN SCOPE WHICH IS SCHEDULED TO BE HANDED OVER TO A WELL-TRAINED AFRICAN STAFF NEXT YEAR. WE BELIEVE, HOWEVER, THAT FOR LONG-TERM WILDLIFE POLICY PLANNING AND COORDINATION PURPOSES, IT WOULD HAVE BEEN BETTER IF NEW PROJECT URT/72/011, WILDLIFE UTILIZATION, HAD BEEN COUPLED WITH THIS NEARLY COMPLETED PROJECT.

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FM AMEMBASSY DAR ES SALAAM  
TO SECSTATE WASHDC 5099  
INFO AMEMBASSY ROME  
USMISSION GENEVA  
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(5) UNDP/OTC CONTINGENCY TEAM (INTERNATIONAL FREIGHT FORWARDING EXPERT) TO ZAMBIAN GOVERNMENT. NOT STRICTLY A PROJECT, BUT UNDP EXPERT IS COMPETENT, HARD WORKING DANE WHO IS DOING OUTSTANDING JOB UNDER TRYING CIRCUMSTANCES.

(6) URT/71/005 INDUSTRIAL STRATEGY PROJECT. JUDGED EXCELLENT UTILIZATION OF TEAM APPROACH. HARVARD UNIVERSITY FIELDDED OUTSTANDING THREE-MAN TEAM WHICH PREPARED OPITONS AND STUDIES WHICH SHOULD BE INVALUABLE FOR NEXT FIVE-YEAR PLAN THAT IS JUST NOW BEING WRITTEN.

(B) PARTICULARLY WEAK PROJECTS:

(1) RAF/C8/109 HARBOURS TRAINING & DEVELOPMENT PROJECT--  
JUDGED A MARGINAL PROJECT IN SPITE OF HIGH-QUALITY OF TECHNICIANS.  
FINANCIAL MANAGEMENT ADVISOR CONSIDERS HE HAS HAD AN OUTSTANDING

SUCCESS AND WHILE WE WOULD AGREE WITH THAT ASSESSMENT ON TRAINING  
SIDE, DEVELOPMENT OF PROGRAM IS POOR AS IT HAS BUMPED AGAINST AN  
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INSTITUTION IMMUNE TO CHANGE. WHAT IS NEEDED HERE IS MANAGEMENT  
TEAM WITH AUTHORITY TO INSTITUTE MORE FUNDAMENTAL OPERATIONAL  
CHANGES. THIS NEED, WE JUDGE, COULD HAVE BEEN FORESEEN.

(2) URT/71/011 VOCATIONAL REHABILITATION--PROJECT IS  
GETTING OFF TO SLOW START IN LOCATION NOT ADEQUATELY  
SUPPLIED WITH WATER. PROJECT SEEMS HAPHAZARDLY ORGANIZED.

(3) URT/68/032--AGRICULTURAL CENSUS--FIVE YEARS IN MAKING,  
INDIAN EXPERT HAS NOT PRODUCED AN IMPRESSIVE PRODUCT, AND, WE  
UNDERSTAND, UNDP IS MAKING MAJOR EFFORT TO LET HIM GO NEXT YEAR.

(4) URT/71/004 TANZANIA DEVELOPMENT BANK--PROJECT IS  
STUMBLING PURELY ON GROUNDS THAT IDEOLOGY OR SOCIALISTIC ORIENTATION  
OF GOVERNMENT MAKES IT DIFFICULT FOR FOREIGN EXPERTS WITH SOUND  
BANKING EXPERIENCE TO DEVELOP WHAT THEY CONSIDER A SOUND  
INSTITUTION. CONSEQUENTLY, MOST OF THESE EXPERTS ARE BEING  
REPLACED AND PROGRAM WILL BE FORCED TO START ANEW.

(C) ELIMINATING WEAK PROJECTS IS AT BEST A SLOW PROCESS AND  
COMPLICATED NOW BY SHORTAGE OF SUITABLE COUNTERPARTS (SEE  
PARA (D) FOLLOWING). GENERALLY SPEAKING, UNDP PROGRAM HAS BEEN AS  
SUCCESSFUL AS MOST THIS REGARD. UNDP'S COUNTY BUDGET SYSTEM  
STRENGTHENS RESREP'S HAND CONSIDERABLY IN THIS AREA OF ENDING WEAK  
PROJECTS AS HOST GOVERNMENT KNOWS HOW MUCH IT HAS TO SPEND AND IS  
ENCOURAGED TO SPEND IT TOWARDS MAXIMUM PAYOUT.

(D) COUNTERPARTS. ALL UNDP RESREP OFFICERS CHARGED WITH PROGRAM  
IMPLEMENTATION AGREE THAT THIS IS ONE OF THEIR GREATEST PROBLEMS.  
WE WOULD AGREE. THE IMMEDIATE PROBLEM RELATES BACK TO TWO YEARS  
AGO WHEN TANGOV IMPLEMENTED PLAN TO DECENTRALIZE GOVERNMENT. THIS  
HAS BEEN AN IMPORTANT MOVE AND ON BALANCE SUCCESSFUL ONE. BUT  
ONE NEGATIVE ASPECT OF DECENTRALIZATION IS THAT HOST GOVERNMENT  
DECIDED TO TRANSFER TO RURAL REGIONS MANY OF ITS BEST PEOPLE TO  
INSURE SUCCESS AND THIS STEP THINNED THE COUNTERPART RANKS.  
IN SOME PROJECTS THESE LOSSES OF COUNTERPARTS MAY PROVE TO BE  
CRITICAL, (FOR EXAMPLE, URT/71/533 - NATIONAL INSTITUTE OF PRO-  
DUCTIVITY--LOST 16 OF 30 COUNTERPARTS AND IT IS THOUGHT THIS  
MAY HAVE SET THIS EIGHT-YEAR OLD PROJECT BACK FIVE YEARS).  
COUNTERPARTS, ON THE WHOLE, HAVE BEEN REPLACED, BUT IT HAS COST  
SOME UNDP PROJECTS DEARLY AND THEIR QUALITY IS NOT OF STANDARD  
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PREVIOUSLY PROVIDED.

(E) TANGOV FUNDING DEEMED ADEQUATE.

7. QUESTION F:

(A) TRIPARTITE REVIEW SYSTEM ONLY JUST NOW BEING INSTALLED WITH FIRST OF SERIES OF REVIEWS TO COMMENCE LATE APRIL. UNDP STAFF APPEARS GENUINELY ENTHUSIASTIC OVER SYSTEM AND BELIEVES DISCUSSIONS WITH THREE PARTIES TO PROJECT AROUND ONE TABLE WILL LEAD TO TIGHTENING UP OF LOOSE ENDS AND MAKE FOR BETTER ASSESSMENT OF PROGRESS. LIMITATIONS FORESEEN IS THAT PROJECT MANAGERS WILL SHY AWAY FROM WHAT COULD BE USEFUL OPPORTUNITY TO PRESS HOST GOVERNMENT TO PROVIDE FULL MEASURE OF SUPPORT FOR THEIR PROJECT.

(B) RESREPS ANNUAL REPORT IS WELL-WRITTEN WITH CONSIDERABLE DETAIL, BASICALLY A GOOD PIECE OF WORK. IT READS MORE LIKE A UNIVERSITY CATALOG, HOWEVER, THAN A REPORT. WE KNOW PROJECTS WHICH ARE HAVING PROBLEMS BUT NO ONE WOULD GUESS IT FROM THE HIGH-GLOSS WRITING FOUND IN ANNUAL REPORT. PROJECTS HAVING PROBLEMS, HOWEVER, ARE DISCUSSED IN WORKING PAPER THAT IS CURCULATED AS AN "IN-HOUSE" DOCUMENT WITHIN UNDP AND AMONG APPROPRIATE TANGO.

(SEE PARA 4 ABOVE).

8. QUESTION G - OTHER MATTERS.

(A) WE WONDER IF THE USE OF OPAS SYSTEM, AS WE SEE IT IN TANZANIA, IS NOT NOW ENTERING A STAGE WHEREBY UNDP SIMPLY PROVIDES AN INEXPENSIVE SOURCE OF LABOR WHICH PRIMARILY SAVES GOVERNMENT FOREIGN EXCHANGE. TANZANIA HAS THREE SUCH PROJECTS: URT/69/019, URT/73/003, AND URT/72/014, WHICH ARE HELPFUL TO HOST GOVERNMENT BUT DO NOT MATERIALLY AID IN DEVELOPMENT OF COUNTRY. EVEN IN BEST OF CIRCUXSTANCES UNDP PROJECTS OFTEN (BECAUSE OF LACK OF COUNTER-PARTS) TURN OUT TO PROVIDE ONLY OPERATIONAL AND EXECUTIVE PERSONNEL. OPAS PROGRAM ONLY FORMALIZES PATTERN WHICH IS NOT IN OUR INTEREST TO SEE DEVELOP FURTHER IN UNDP. FOR EXAMPLE, URT/73/014 PROVIDES MANAGEMENT PERSONNEL FOR GOVERNMENT HOLDING COMPANY WHICH MANAGES STATE-OWNED AND NATIONALIZED INDUSTRIES. OPAS POSITIONS WOULD NOT HAVE BEEN NEEDED IF GOVERNMENT HAD NOT NATIONALIZED TOO FAST AND DISCOURAGED PRIVATE SECTOR. URT/73/003 WAS ESTABLISHED WE FEEL TO LIMITED OFFICIAL USE  
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UNDERWRITE SALARY OF AN ABLE AND COMPETENT ECONOMIST WHO HAS BEEN AROUND MANY YEARS AS RESIDENT SOCIALIST GURU TO GOVERNMENT (WHO, ALTHOUGH UN EMPLOYEE, NEVER FAILS TO ATTACK US POLICIES OF "IMPERIALISM" WHEN HE GETS OPPORTUNITY IN PUBLIC FORA).

(B) WE ALSO QUESTION UTILITY OF UNDP DROPPING EXPERTS DOWN INTO BILATERAL PROJECTS OR BRINGING THEM IN INDIVIDUALLY TO FILL IN HERE AND THERE ON PROJECTS OF MINOR IMPORTANCE. SEEMS TO US LOCAL RESREP OFFICE IS LED AROUND TOO MUCH BY NOSE ON THIS ONE

SINCE THEY ACCEPT THESE PROJECTS LARGELY ON BASIS THAT GOVERNMENT HAS PLACED HIGH PRIORITY ON BRINGING ONE EXPERT FOR SINGLE TASK. GENERALLY SPEAKING WE FIND ONE-MAN PROJECTS TEND TO BE LESS WELL ADMINISTERED AND CHEW AWAY AT PROBLEM RATHER THAN GOING TO ITS HEART. RATHER WE WOULD LIKE TO SEE TEAM APPROACH TO PROJECT WHICH USUALLY GIVES LEADER MORE LEVERAGE WHEN FIGHTING FOR COUNTERPARTS AND OTHER MATTERS. MOREOVER, TEAMS RECRUITED ON NATIONAL BASIS OR THROUGH AGENCY THAT IS RECOGNIZED LEADER IN FIELD PROVIDE, TO OUR MIND, A GREATER INSURANCE THAT PROJECT WILL BE COMPLETED ON TIME (SEE, FOR EXAMPLE, URT/71/005, QUESTION F, PARA 7). INDIVIDUALLY RECRUITED MEMBERS OF TEAM, WE FIND, MUST OFTEN ADJUST TO EACH OTHER AND THEIR CULTURAL DIFFERENCES, AND THIS ALL TAKES TIME BETTER SPENT ON PROJECT ITSELF.

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## Message Attributes

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